

**TOWN OF HERNDON, VIRGINIA**

**RESOLUTION**

**FEBRUARY 23, 2010**

**Resolution— Town of Herndon Review of Comprehensive Plan Amendments in Fairfax County Nominated through APR#08-III-7UP; APR#08-III-11UP; APR#08-III-12UP (for the Dulles World Center, Center for Innovative Technology, and Dulles Metro LLC, respectively).**

**WHEREAS,** the Town Council recognizes the following:

1. There is great potential for high quality transit oriented development at a regional scale in the areas located northeast of Dulles Airport and to the south and west of the Town of Herndon boundaries. The area includes the vicinity of the Dulles Toll Road, Route 28, Route 606, the Center for Innovative Technology, the Route 28 metro rail station and the Fairfax County, Loudoun County and Town of Herndon shared boundaries.
2. Within these unincorporated areas that span county boundaries, there is a need to coordinate development plans between specific sites, with current and future development plans north and south of the sites and with all affected jurisdictions.
3. Within these areas there is a need for effective coordination and regional planning for public facilities and services, including but not limited to, fire and rescue services, transportation facilities, and parks and recreation facilities.
4. The governing bodies of Loudoun County, Fairfax County and the Town of Herndon over the past year sponsored a committee of elected officials and staff from the affected jurisdictions to address planning issues of a regional scale development in the area described above. As part of that effort, several tasks related to transportation were initiated and are incomplete at this writing.
5. Fairfax County over the past year sponsored a task force to review the Dranesville District Area Plan Review nominations (Dranesville District APR Task Force), and focused special attention on nominations north of the Route 28 metro rail station.

**BE IT RESOLVED** by the Town Council for the Town of Herndon, Virginia, that:

1. The Town Council requests consideration of text changes, attached to this resolution and incorporated by reference, to the comprehensive plan amendment as proposed by the Fairfax County staff and the Dranesville District APR Task Force.

2. Since some of the changes requested by the Town Council would involve other sections of the Fairfax County comprehensive plan, the Town Council requests that (i) the draft plan text be deferred until those changes are ready to be approved concurrently with the draft plan text; or (ii) the amendments in other sections of the comprehensive plan be initiated at the same time the subject plan amendment is adopted, with completion in less than two years from the time of adoption of the subject plan amendment.
3. The Town Council urges Fairfax County and Loudoun County to continue to share information on development proposals in these important areas of concern and to work cooperatively to integrate major new developments with existing development in surrounding areas, regardless of the jurisdictional boundaries.
4. This resolution shall be effective on and after the date of adoption.

**This is certified to be a true and accurate copy of Resolution 10-G-28 adopted at a legally convened meeting of the Town Council of the Town of Herndon on February 23, 2010.**

  
Margie C. Tacci, Deputy Town Clerk

Attached is the proposed text for the Fairfax County Comprehensive Plan, Area III, Upper Potomac Planning District, reflecting changes requested by the Town Council of the Town of Herndon.

**Proposed Text for the Fairfax County Comprehensive Plan, Area III,  
Upper Potomac Planning District**

**Changes Requested by the Town Council of the Town of Herndon  
(shown in underlined text)**

**February 23, 2010**

Page numbers refer to the Fairfax County Staff Report for the 2008-2009 Area Plan Review published February 2, 2010.

- A. **Town request:** add more detailed information and guidance in the Fairfax County comprehensive plan (perhaps the trails plan map or other appropriate location) about pedestrian and bicycle linkages mentioned in the draft text. Meanwhile, amend the draft text on **page 26** to read:
- *"Create functional, well coordinated, visually appealing roads, paths and trails that provide linkages within the Transit Station Area and to adjacent residential areas within Fairfax County, Loudoun County, and the Town of Herndon. Section [ ] of the comprehensive plan shows typical sections and detailed locations for pedestrian and bicycle links from the 'Land Units for Area in the Vicinity of the Center for Innovative Technology' to areas beyond."*
- B. **Town request:** acknowledge that the TOD area is accessed only through Loudoun County or Herndon and that Loudoun County is a decision maker in the transportation improvements needed to accommodate any TOD proposals. Amend the draft text on **page 33** to read:

**Planned Roadway Improvements**

The planned roadway improvements in and around the Rt. 28/CIT Transit Station Area should be completed as needed to support development. Within the Rt. 28/CIT Transit Station Area, a grid system of streets should be designed and constructed to provide internal connectivity and link to areas beyond.

Critical improvements to mitigate the impacts of traffic on transportation facilities providing access to and from the Transit Station Area span the Fairfax County - Loudoun County border ~~are also critical~~ and should be evaluated and achieved to support development. Specifically, at least four cumulative lanes will be needed north to Route 606, and at least six cumulative lanes will be needed from the Transit Station Area west toward the Route 28/Innovation Avenue interchange. Improvements needed are within Fairfax County, Loudoun County and the Town of Herndon. Before developments are approved using the additional capacity needed, the new streets must be adopted as part of the transportation plan of the affected governing bodies.

These improvements are necessary to ensure the continued functioning of the road network in the vicinity of the transit station area. The width, alignment and location of roads constructed to fulfil this requirement should complement the planned non-SOV<sup>1</sup>-oriented character. Additional guidance about these major improvements is detailed next:

- North-South Road(s) (New road west of and parallel to existing Rock Hill Road) This road will serve as a major entrance to the area for traffic arriving from the east and west. The

---

<sup>1</sup> SOV: single occupant vehicle

relocation of existing Rock Hill Road ~~the road~~ should be studied and, if appropriate, be relocated to the west. If not, a new road additional to existing Rock Hill Road should be provided. The new road improvements should include construction of at least a four-lane road or the construction of at least two (2) two-lane roads to link the Rt. 28/CIT area with Route 606. A feature to be considered is signalization to balance vehicular and pedestrian flows. In addition, pedestrian and bicycle safety and connectivity enhancements should be addressed utilizing best practice urban design guidelines such as narrowed travel lanes, the addition of bike lanes and providing at grade pedestrian crossings.

- East-West Road(s) (Innovation Avenue connections) – This road will serve as a primary route for traffic arriving from Route 28 to the west as well as the new road west of and parallel to existing Rock Hill Road to the north. Six lanes are needed to support the transit station area. The lanes should be configured to create a non-SOV-oriented environment, and divided into smaller roads, with at least two connection points on the west side of the transit station area. A feature to be considered is signalization to balance vehicular and pedestrian flows. In addition, pedestrian and bicycle safety and connectivity enhancements should be addressed through applying urban design guidelines such as narrowed travel lanes, the addition of bike lanes and providing at-grade pedestrian crossings.
- Existing Rock Hill Road, from Route 606 to Innovation Avenue - Every effort should be made to establish existing Rock Hill Road as a street compatible with existing low to moderate density residential uses on its east side. Working in coordination with Loudoun County, the street should be improved to no greater than a two lane standard section with pedestrian and bicycle facilities. Instead of leading traffic from existing two lane Rock Hill Road to existing Innovation Avenue in a through-movement as occurs today, there should be a grid system that creates multiple access points to Innovation Avenue should be provided to reduce demand on existing Rock Hill Road and lead traffic to commercially oriented higher capacity streets

[continued next page.]

**Task Force**

North-South Connector Bridge - Right-of-way and apportioned costs for construction should be reserved until the engineering study and a new alignment is completed, or a determination is made that the bridge is not needed. Such right-of-way should be positioned to avoid the core TOD areas and be coordinated with adjacent development areas so that all multi-modal connections are maintained. Other transportation improvements should be re-evaluated if this bridge is implemented as it may impact transit studies and trip estimates.

**Staff Alternative**

*North-South Connector Bridge – Land for right-of-way should be preserved and contributions for construction should be apportioned until a new alignment is adopted, or a determination is made that the bridge is not needed. Such right-of-way should be positioned to avoid the core TOD areas and be coordinated with adjacent development areas so that all multi-modal connections are maintained. Other transportation improvements should be re-evaluated if this bridge is implemented as it may impact transit studies and trip estimates.*

**Rationale**

*This is clarification that ROW should be preserved until adoption of a new recommendation about the bridge.*

**Town of Herndon**

*North-South Connector Bridge: Once a right-of-way location has been approved by Fairfax County, Loudoun County, and the Virginia Department of Transportation, development along the right-of-way may be considered if the approved right-of-way location is preserved. ~~and contributions for construction are apportioned.~~*

**Task Force**

East-West Connector Parallel to the Toll Road – Right-of-way should be reserved for multi-modal connections between the existing stable neighborhoods and for a road from the Centreville Road / Elden Street corridor to the TOD development area.

**Staff Alternative**

*East-West Connector Parallel to the Toll Road – Right-of-way should be preserved for multi-modal connections from the Centreville Road / Elden Street corridor to the TOD development area.*

**Rationale**

*Clarification.*

**Town of Herndon**

*East-West Connector Parallel to the Toll Road - Right-of-way should be incorporated into the existing Toll Road right-of-way to accommodate a multi-modal connection from the Centreville Road/Elden Street corridor to the TOD development area.*

#### Traffic Level of Service

Applicants requesting consideration of the rail-oriented options, which allows the highest intensities of the optional recommendations, should demonstrate that the transportation system is kept in balance throughout the phasing of development. Consistent with adopted policy on Transit Oriented Development (TOD), a lower level may be acceptable within this TOD area, while there should be no degradation of level of service attributable to the development outside the immediate TOD area. This performance-based approach requires applicants to provide improvements or other guarantees to maintain certain performance levels. These levels would be measured by levels of service or critical movement volumes or other measures as deemed appropriate by the Fairfax County Department of Transportation. Projects may be phased to coincide with the achievement of specific non-SOV (single occupancy vehicle) mode split or trip reduction objectives.

Remedies should be considered at locations where an acceptable level of service cannot be attained or maintained within the TOD area, as described below.

- C. **Town request:** Acknowledge the authority of other governing bodies over transportation improvements upon which development phasing may be based. Moderate reliance in trip reductions assumed through any transportation demand management program. Amend the draft text on **page 38** to read:

#### Phasing and Monitoring

Although phasing of the ultimate development should be flexible, in addition to improvements to Innovation Avenue and a ~~new road parallel~~ north-south road in addition to existing Rock Hill Road a grid of local streets should be established in the initial phase of each development. The design should create a dynamic streetscape and promote pedestrian safety and activity. The initial phase should begin to substantially create multi-modal and pedestrian connections to the metro station landing. Establishing this grid pattern in the early phases of redevelopment should establish the identity of the place as a walkable, pedestrian-scaled, mixed-use area.

To ensure the transportation impacts of proposed development are fully addressed, the satisfactory preparation of an overall transportation study by the developer as part of a rezoning application is required. The study should demonstrate that impacts to traffic could be mitigated by phasing development in such a way that effective transportation improvements will be approved and funded including TDM measures, Metro rail service and road improvements before proceeding with proposed development. The study should include alignment and phasing of an internal circulation system and submission of detailed transportation studies. The transportation study should evaluate existing transportation conditions and analyze the impacts of the traffic associated with the overall development. The recommendations of this study should include a TDM program to reduce trips as may be realistic for a suburban metro rail station without north-south rapid transit access. The results will be taken into consideration by the County in determining the timing of construction of improvements, initiation of TDM measures and/or contributions for off-site improvements. Additional roadway improvements in Fairfax County, Loudoun County or the Town of Herndon may be required based on the findings

of the traffic study and interjurisdictional coordination. These improvements may be in addition to the transportation improvements currently cited in the adopted County Transportation Plans for Loudoun County or Fairfax County.

If the development is phased, detailed studies of development proposed for each subsequent phase should be provided at specified intervals (for example with each Final Development Plan) and follow the methodology described above. In any event, assurances will be expected that the transportation facilities and services assumed to be operational in the study will in fact be provided as stated. The transportation monitoring and evaluation program will be conducted at specified intervals acceptable to the Fairfax County Department of Transportation. The monitoring and evaluation program will include an analysis of the success of the transportation demand management program. Items will include evaluation of trip reduction and mode split; and secondly, an assessment of the performance of site entrances and signalized intersections, as determined by the Fairfax County Department of Transportation in cooperation with Loudoun County and the Town of Herndon.

If it is determined by the County during interim review that adverse impacts have not or cannot be successfully mitigated, the amount of development may be reduced to a level that can be adequately supported by transportation infrastructure. The total level of development may be restored upon demonstrating that adequate infrastructure capacity is available. Should subsequent development be delayed or halted, the developer will be responsible for providing the necessary transportation improvements. If at the completion of the project, established trip reduction targets for development are not met, the developer must provide a specific mitigation plan to meet trip reduction targets. The plan would address additional TDM program measures, direct and funding, or will be necessary until trip reduction targets are achieved. Failing that, appropriate contributions to a fund for county-sponsored mitigation measures. a specific eventual mitigation may be requested.

- D. **Town request:** Before approval of the first rezoning in the plan amendment area, provide definitive more information somewhere in the Fairfax County comprehensive plan to show to explain when, where and how off-site recreational facilities would be provided. Amend the plan text on page 41 to read:

~~"The Upper Potomac Planning District is highly deficient in active recreation facilities, especially rectangle athletic fields. Little public parkland is available to support active recreation facility development. To offset the impacts of development on park and recreation service levels, land development projects should contribute land, facilities and/or funds to provide active recreation facilities, preferably on-site or near the development. Section [ ] of the comprehensive plan shows the location of land available for the off site facilities."~~